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EMERGENCY MANAGEMENT

THE NATIONAL PERSPECTIVE

By The Honorable Louis O. Giuffrida

Director

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Federal Emergency Management Agency



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INTRODUCTION:

Historically, governments have been created primarily to protect the lives and property of people. Everything flows from that imperative.

To carry out that protection against hazards, known and unknown, Government is obliged to have in place a predictable, coordinated, multi-agency response that can come together on demand.

When the emergency is underway, in a time of great stress, it is too late to begin building that mechanism for coping with the problem.

The President has assigned the management and funding responsibilities for the civil defense program to FEMA. Formed in 1979 by merging five federal agencies with similar duties, FEMA is the central point of contact within the federal government for a wide range of emergency preparedness, disaster response and recovery and hazard mitigation activities--in both peace and war. It works directly with state and local governments and others in the emergency management community to lessen the potential effects of disasters and to increase the

effectiveness of emergency response programs.

Cordinating federal action in disasters and emergencies is FEMA's primary mission.

Among FEMA's responsibilities are: coordinating federal aid for presidentially declared disasters and emergencies; developing plans for the protection of the population of the United States and key industrial facilities; coordinating civil emergency preparedness for nuclear power plant accidents or nuclear attack; and providing training and educational programs to prepare individuals on the federal, state and local level for coping with emergencies.

FEMA also administers programs that mitigate the effects of disasters and emergencies such as hurricanes, floods, earthquakes and dam failures; seeks to reduce the nation's losses from fire; determines which materials are strategic and critical and sets goals for the national defense stockpile; and develops community awareness programs for weather emergencies and home safety.

CIVIL DEFENSE

A fundamental policy underlying the civil defense program is to ensure that civil defense capabilities are applicable to both peacetime and possible attack emergencies--that the program and resources used to respond in an attack emergency are also useful when responding to day-to-day emergencies that occur as a result of natural and technological hazards.

Congress amended the Federal Civil Defense Act in September, 1980 and December, 1981 to specify that civil defense funds provided to the states should also be used to prepare for peacetime disasters, provided that peacetime emergencies, "where" resources planned for civil defense and those planned for disaster-related civil defense can be used "interchangeably."

The president's enhanced civil defense program is designed to build on emergency response structures already in existence, such as local police, fire, public works and emergency medical services organizations and personnel. By using equipment and trained personnel at the local and state levels, emergency capabilities will be strengthened at all levels.

A brief history of U.S. civil defense will provide background and context for the president's program. Civil defense formally began with the passage of the Federal Civil Defense Act of 1950, in which Congress called for a "system of civil defense for the protection of life and property in the United States from attack." This initial program, drawing on World War II experience, focused on the threat of attack by kiloton weapons and included provisions for fire fighting and medical care. It also proposed constructing blast shelters in cities.

In the mid-1950s, the advent of thermonuclear weapons resulted in plans for tactical evacuation of cities prior to an anticipated attack by manned bombers. As the fallout threat became better known, and warning times were reduced from hours to minutes by the new ICBMs in the late '50s, the focus shifted to encouraging citizens to develop home fallout shelters.

In 1961, the Berlin crisis brought about a sharp change in civil defense policy--with emphasis on the development of a national public fallout shelter system. The program identified fallout shelter areas in existing

buildings, marked them with signs and provided austere supplies for the shelters including food (mainly a special cracker), water, first aid medical kits, sanitation kits and radiation detection instruments. The shelter stocking program, however, was not funded by Congress after 1964; and the supplies, which by the mid-1970s had greatly exceeded their projected shelf-life, have been removed.

Funding for civil defense declined sharply in the late 1960s and 1970s, partly because of theories of mutually assured destruction which were based upon the superpowers' inventories of nuclear weapons.

The main weakness of the fallout shelter system was that it did not protect people well in places likely to be hit by nuclear blast and fire. This resulted in a new emphasis on planning which would make it possible for people to move away from large cities and from places near strategic counterattack (counterforce) installations during an acute crisis period.

In July, 1979, civil defense responsibilities were transferred to FEMA as a result of the merger of five agencies.

One of FEMA's most important mandates is to manage the implementation of civil preparedness programs for war-related national security emergencies.

The President has charged FEMA with carrying out an enhanced civil defense program for the United States as part of our total strategic defense.

--The President set forth four objectives for this program:

1. "Provide for survival of a substantial portion of the U.S. population in the event of nuclear attack preceded by strategic warning, and for continuity of government, should deterrence and escalation control fail;"
2. "Provide an improved ability to deal with natural disasters and other large-scale domestic emergencies."
3. "Enhance deterrence and stability in conjunction with our strategic offensive and other strategic defensive forces. Civil defense as an element of the strategic balance, should assist in maintaining perceptions that this balance is favorable to the U.S.;"

4. "Reduce the possibility that the U.S. could be coerced in time of crisis;

The objectives set forth in the President's directive on the enhanced civil defense program--population protection, key worker protection and industrial protection--will continue to be the precepts by which FEMA's activities in the area of national security preparedness are guided.

The National Security Act charges FEMA with advising the President, in time of war, on policies concerning industrial and civilian mobilization and on the effective use of the Nation's resources for military and civilian needs. In addition, FEMA is charged with unifying the activities of the federal departments and agencies engaged in production, procurement, distribution or transportation of military and civilian supplies, materials and services.

In addition, Executive order 10480 specifically charges FEMA with responsibility for coordination of all civilian-side mobilization activities of the Executive Branch, including economic stabilization.

The President is committed to improving the capability of the nation to respond to major peacetime

and wartime emergencies. He has asked FEMA to reinforce its key role as his agent for the coordination of civilian mobilization.

Over the past two years, FEMA, the Department of Defense, and several other agencies have worked to design a mechanism to improve our mobilization capability quickly. As a result of this effort, President Reagan established the Emergency Mobilization Preparedness Board in December, 1981.

The EMPB has three major components:

- (1) The Board itself is composed of senior officials of 23 agencies and is chaired by the Assistant to the President for National Security Affairs;

- (2) Twelve working groups support the Board and deal with such areas as industrial mobilization, government operations, civil defense, and emergency communications. The twelve working groups are each chaired at the Assistant Secretary level. The Working Groups have been assisting the Board by formulating national policy statements governing their areas of responsibility. They have presented these,

together with plans of action, for Board approval.

(3) A small Secretariat assists the Board and Working Groups. The Director of FEMA represents his Agency on the Board; senior level FEMA officials are members of all the Working Groups; and the Secretariat is managed by FEMA.

The Secretariat is staffed by personnel detailed from agencies represented on the Board and by FEMA staff. It provides administrative support for the Board, guidance to the Working Groups, and monitors federal agency program changes, the implementation of new programs, and legislative initiatives.

The goal of the EMPB is an effective and credible mobilization preparedness capability to support our armed forces and respond to major peacetime emergencies.

The Board produced a set of recommendations for the President on national policy for emergency mobilization preparedness which was approved in July, 1982. The policy statement emphasized the obligation of government to provide for the security of the nation and to protect its people, values, and its

social economic and political structures.

The *National Preparedness Programs (NPP)* directorate develops national policies, plans and requirements for operational programs to meet future long-term civil emergency preparedness and planning needs. NPP's *Office of Resources Preparedness* identifies, evaluates and prepares for shortages of natural, industrial, agricultural, or economic resources which could have disastrous effects on our economy and our national security posture.

(1) *Materials Stockpiling*--Both President Reagan and the Congress recognize the need for a strong stockpile program. For the first time in over 20 years, the General Services Administration is acquiring materials for the National Defense Stockpile.

(2) *Resources Allocation*--FEMA works closely with the Departments of Commerce, Energy and Transportation to ensure that specific resources priority and allocation systems are implemented to support military mobilization, surge of military production and other national

defense contingency requirements. FEMA also involves other resource agencies as needed to ensure that mobilization goals are met and conflicting requirements are resolved.

The *Office of Civil Preparedness* under the jurisdiction of the NPP this directorate develops the long-range plans and programs which are necessary to maintain an effective national capacity to protect the population of the United States and key governmental and industrial components--whether the threat is from enemy attack, natural or technological hazards or domestic disturbances and terrorism.

Similarly, the *Office of Mobilization Preparedness* is responsible for examining policy issues and planning measures cutting across the full spectrum of major emergencies and disasters. Determining civilian-side support requirements is part of that, with the objective of translating those requirements in a meaningful way for industry and federal resource agencies.

Emergency Operations is the most recently established organization in FEMA, this directorate is responsible for coordinating internal response to national emergencies. This directorate:

(1) Develops, coordinates and executes plans and programs providing for continuity and effective operation of the federal government during a national emergency.

(2) Provides facilities and resources for management and coordination of emergency information.

(3) Provides centralized coordination and control day-to-day management of various emergency communications systems including National Emergency Management System (NEMS) which provides a nationwide infrastructure at the federal regional and state levels for various information communications systems and networks. The system supports requirements for warning, direction and control communications and emergency information management.

NEMS was developed in mid 1981, in order to integrate all FEMA telecommunications ADP and information systems under a single FEMA system concept. This system includes voice and land line facilities, as well as an independent power source.

NEMS is similar to the National Military Command System (NMCS). FEMA has an Emergency Information and Coordination Center (EICC), an alternate EICC, and our federal regional centers (FRC's), which are connected by our communications, ADP and information systems.

In an emergency or crisis situation, the FEMA system provides around-the-clock direction and control for federal department and agency representatives in each region and provides interface with other major federal emergency centers and state and local centers.

(This system was used to coordinate all Federal efforts in the 1983 COSMOS 1401 re-entry crisis).

Capabilities of NEMS include the National Warning System (NAWAS), the FEMA National Teletype System (CDNATS), the FEMA National Voice System (CDNAVA), the FEMA National Radio Systems (CDNARS) and capability to activate the Emergency Broadcast System at the direction of the President.

While the Department of Defense supports the President in his role as Commander-in-Chief, FEMA is responsible for providing direct support to the President in his roles as Head of State and Chief Executive to facilitate his communicating in emergencies, as rapidly and continuously as feasible, with surviving institutions and populations. The NEMS provides FEMA the facilities to discharge this responsibility.

Needless to say FEMA also has a continuing interest in the capability of the private sector telecommunications industry to respond to emergencies of all kinds. The ability to allow the nation to mobilize effectively relies, to a great extent, on the privately owned communications facilities.

One major objective of the president's civil defense program calls for the survival of substantial portion of the U.S. population in the event of nuclear attack preceded by strategic warning. Our population protection program develops plans and capabilities to move people living in possible risk areas, as well as in-place protection capabilities should time or circumstances preclude relocation.

This program would also stress other life-saving systems, including radiological defense (instruments

and trained personnel to detect and analyze fallout); fallout-protected broadcast stations with emergency power and protection against electromagnetic pulse (to transmit advice and instructions to the public); emergency operating centers (protected command centers where key state and local government officials would direct response and recovery operations and provide information to the public); and marking and stocking of shelters to allow the populace to stay in shelters until the danger of radiation has passed. The president has also issued directives calling for additional measures of industrial preparedness.

Protection of its citizens and their property is a legal and moral responsibility of the American government, as it is of any government. A part of this effort is a prudent and realistic civil defense program within limits imposed by finance, technology and national policy. It is an imperfect but necessary insurance policy to save lives should other deterrents fail.

The president's seven-year civil defense program--for use in both peace and war--will save lives and aid in the recovery from any disaster affecting the United States.

Support of State and Local Government

FEMA supports state and local government emergency planning, preparedness, mitigation, response and recovery programs and, as necessary, provides funding, training, technical assistance resources, equipment and direct federal support.

The *State and Local Programs and Support* (SLPS) directorate is the focal point for all federal emergency management programs which impact directly on state and local governments. It administers the Disaster Relief Act and is responsible for plans and programs to assist state and local governments to eliminate or lessen the potential effect of technological as well as natural hazards. It also develops and administers civil defense programs and support systems to assist state and local governments in maximizing the survival of the population and resources through effective crisis management planning. SLPS also provides technical and financial assistance for the upgrading of emergency communications and warning systems at the state and local levels.

Integrated Emergency Management System

Traditionally this country has addressed emergencies and responded to them by type. In fact the 16 laws and Executive Orders from which the Federal Emergency Management Agency draws its authority also address emergencies individually in isolation one from another--the Fire Prevention and Control Act, the Disaster Relief Act, the Earthquake Reduction Act, the Flood Insurance Act, etc.

But if you analyze those separate types of emergencies and list under each what is required of a community to respond effectively to them, the lists would be virtually identical. In all emergencies, you need: communications, health services, food, evacuation, law enforcement, shelter, media relations to reach the public, continuity of governments, etc.

While the size, scope and intensity of emergencies may vary, the basic response elements remain the same.

A thorough analysis of response actions to numerous natural disasters and other hazards disclosed that a new approach is needed for responding to emergencies. In response to that perceived need and to ensure that emergency preparedness actions

at all levels are as responsive as possible to major crisis of all types and to move toward implementing the enhanced civil defense program proposed by the President, FEMA has developed an Integrated Emergency Management System, or IEMS.

IEMS recognized that basic emergency capabilities are required as a foundation for response to any emergency. IEMS advances each level of preparedness as a building block for dealing with the next level of emergency intensity.

The goal of the Integrated Emergency Management System is to establish these basic emergency capabilities at all levels of government along with the equipment and other resources necessary to deploy them. This all-hazard approach serves as a foundation on which the specific aspects for each individual emergency can be based such as direction, control and warning systems which are common to the full range of emergencies from small isolated events to the ultimate emergency--war.

IEMS strengthens the partnership between federal, state and local governments, ensuring federal support of state and local systems and operations. IEMS allows for a

greater use of resources and broadens program applicability to a wider range of emergencies.

When IEMS is properly implemented, significant and measurable progress can be achieved in both national security-related and peacetime preparedness. The Integrated Emergency Management System holds great promise for across-the-board improvement in emergency response capabilities.

It is impossible to prevent disasters, either those caused by nature or by man. Sooner or later every community is likely to face a disaster. The only questions are: "When will it come?" and "What will be the extent of the damages?" The Integrated Emergency Management System helps a community to prepare itself to cope as effectively as possible with the disaster--regardless of what type of disaster it might be.

Government at all levels has a responsibility to gear itself for the onslaught of the disaster by taking those common preparedness measures which are the foundation for preparing for, responding to and recovering from those emergency threats.

Training

One of FEMA's most important

responsibilities is to train people to respond to emergencies. Training programs are delivered by FEMA personnel in the field as well as at FEMA's National Emergency Training Center at Emmitsburg, MD. This center--made up of the National Fire Academy and the Emergency Management Institute--trains, not only the traditional civil defense directors and public safety personnel but everyone who plays a role on the emergency management team--elected officials, city and county managers, public works directors, school superintendents, hospital administrators, etc. These officials are being trained at the NETC, as well as at training courses being conducted throughout the country, in the Integrated Emergency Management System. This new approach to emergency training molds everyone who has a duty to respond in an emergency into a coordinated team whose preparation is applicable to the entire spectrum of potential disasters from hurricanes, tornadoes and earthquakes to nuclear attacks and radiation leaks.

Through the coordination of planning and preparedness activities and providing financial, technical and training support, FEMA is the central point of contact within the Federal Government for a wide

range of emergency management activities. FEMA works closely with all members of the emergency management community to achieve a realistic state of preparedness and an improved ability to respond to threats to life and property.

FEMA attempts to train policy, management and operational personnel from the public and private sectors in decision-making under stress, improving their capacity to manage in emergencies.

Declaration of "Major Disaster" or "Emergency"

When a disaster occurs, Federal Establishments, particularly military installations which are located in or near the disaster area, may provide immediate life-saving assistance under their respective statutory authorities.

If the situation is beyond the capabilities of local and State forces, supplemented by this limited assistance of Federal forces on the scene, the Governor may request that the President declare a "major disaster" or an "emergency".

A "major disaster" is defined in the Disaster Relief Act of 1974, Public Law 93-288, as any "hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave,

tsunami*, earthquake, volcanic eruption, landslide, mudslide, snow-storm, drought, fire, explosion, or other catastrophe in any part of the United States which, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance above and beyond emergency services by the Federal Government to supplement the efforts and available resources of States, local governments, and private relief organizations in alleviating the damage, loss, hardship or suffering caused by disaster."

An "emergency" is defined as any of the various types of catastrophes included in the definition of a "major disaster" which requires Federal emergency assistance to supplement State and local efforts to save lives and protect property, public health and safety, or to avert or lessen the threat of a disaster.

The President's Disaster Relief Program is designed to supplement the efforts and available resources of State and local governments and voluntary relief organizations. The President's declaration of a "major

* A great sea wave produced by submarine earth movement or volcanic eruption.

disaster" or an "emergency" authorizes Federal assistance under the Disaster Relief Act of 1974 and triggers other Federal disaster relief programs.

By Executive Order 12148, the President delegated the primary responsibility for administering the Disaster Relief Act to the Director of FEMA. The Federal response is coordinated at the national level by our Associate Director for State and Local Programs and Support and at the Regional Level by the Disaster Assistance Programs Division.

There are other civil emergencies such as chemical and radioactive spills, or other incidents in which various Federal and State agencies may be involved where a Presidential declaration under PL 93-288 may not be necessary or appropriate. Certain of these emergencies may require FEMA to exercise a coordinating role with other Federal agencies as well as with State agencies. Such efforts are handled by FEMA's Office of Emergency Operations. The Emergency Information and Coordination Center which is staffed 24 hours per day for receipt of urgent information or requests for information is the focal point for these activities.

How To Request A Declaration

FEMA monitors disasters that are underway or which are developing. Before, during, and after a disaster, the FEMA Regional Director is in close contact with the Governor's office and the State agency responsible for disaster assistance activities, as well as with those Federal agencies having disaster assistance responsibilities and capabilities. When Federal help is needed, the Governor or State official responsible for disaster operations should contact the FEMA Regional Director (RD) for advice and assistance. The RD knows the programs and resources that may be available in various disaster situations.

If the Governor decides to ask the President to declare a major disaster or an emergency, State disaster officials, in coordination with other State and local officials should:

- Survey the affected areas (jointly with FEMA regional disaster specialists if possible) to determine the extent of public, private, and agricultural damage;
- Estimate the types and extent of Federal disaster assistance required;

- Consult with the FEMA Regional Director on eligibility for Federal disaster assistance; and
- Advise the FEMA Regional Office if the Governor requests a declaration by the President.

Only the Governor or Acting Governor can originate the request for such a declaration. The Governor's request must be based upon a finding that the situation is of such severity and magnitude that effective response is beyond the capabilities of the State and the affected local governments, and that Federal assistance is necessary. The Governor must furnish information on the extent and nature of State resources which have been or will be used to alleviate the conditions of the disaster. The request must also contain a certification by the Governor of a reasonable expenditure of State and local funds (of which the State's share must be significant) for disaster relief. It should also include an estimate of the extent and nature of Federal assistance required for each of the affected counties and the State. In conjunction with a request for a major disaster declaration, the Governor must take appropriate action under State law and direct

the execution of the State's emergency plan.

The Governor's completed request, addressed to the president of the United States, is sent to the FEMA Regional Director. (Suggested formats for such requests have been published by FEMA in the Federal Register (FR April 26, 1982 pp. 17961-17965). The RD evaluates the damage and requirements for Federal assistance and makes a recommendation to the Director of FEMA who, in turn, recommends a course of action to the President.

If the full range of assistance available with a major disaster declaration is not required, the Governor may request a declaration by the president of an "emergency." This provides specialized assistance to meet a specified need that the Federal Government is uniquely able to provide. As with the request for a major disaster declaration, the Governor's request should contain specific information describing State and local efforts and the resources used to alleviate the situation as well as a description of the exact type of Federal assistance requested. The procedures for requesting and declaring an emergency are similar to those described above for major disaster declarations.

The Declaration

When the President declares a major disaster or an emergency, the Governor as well as appropriate Members of Congress, and Federal agencies are immediately notified. As soon as possible after the President's action, FEMA's Associate Director in charge of State and Local Programs and Support designates the counties or other political subdivisions that are eligible for Federal assistance and appoints a Federal official as the Federal Coordinating Officer (FCO). The FCO's first concern will be to make an initial appraisal of types of relief most urgently needed. The FCO then coordinates all Federal disaster assistance programs to ensure their maximum effectiveness and takes appropriate action to help affected citizens and public officials to obtain the assistance to which they are entitled. Emergency support teams, composed of disaster assistance specialists from Federal agencies, assist the Federal Coordinating Officer in carrying out his or her responsibilities.

(The responsibilities for the FCO under an emergency declaration are similar to those after a major disaster declaration, except that the assistance is limited to specific types of

aid to meet an immediate emergency need or to avert the threat of a major disaster.)

The FCO will establish a temporary Disaster Field Office within the affected area to coordinate the disaster relief and recovery effort. This office will be staffed with representatives of Federal agencies having disaster assistance responsibilities and is usually located in conjunction with the Office of the State Coordinating Officer.

After the President's declaration of a major disaster, the Governor and the appropriate FEMA Regional Director execute a FEMA-State Disaster Assistance Agreement which prescribes the manner in which Federal aid under the Disaster Relief Act of 1974 is to be made available. The Agreement lists the areas within the State eligible for assistance; stipulates any division of costs among Federal, local and State governments and sets other conditions of assistance; and specifies the period officially recognized as the duration of the disaster.

In anticipation of a possible future request for the declaration of an emergency, the Governor and the FEMA Regional Director may execute a basic continuing FEMA-State Agreement for Emergencies.

Then, if the President subsequently makes a declaration of an emergency, an amendment to the continuing Agreement is executed to specify the areas eligible for Federal assistance and the period during which they are eligible, to identify the specific Federal assistance to be made available, and to designate the State officials authorized to act on behalf of the State.

Assistance to Individuals

One of the most important objectives after any disaster is to inform individuals of the assistance which is available to them and to help them in obtaining it. Information outlining available aid programs is disseminated by FEMA through radio, television, newspapers and the mass distribution of pamphlets.

To make it easier for individuals to get information and obtain the help available from various Federal, State, local, and volunteer agencies, FEMA may establish one or more Disaster Assistance Centers in the disaster area. Representatives of Federal agencies, State and local governments, private relief agencies, and other organizations which can provide assistance or counseling are available to register and advise disaster victims. These centers are

kept in operation as long as required by the situation. In addition, mobile teams may be sent to assist persons in areas without easy access to the Disaster Assistance Centers.

A Presidential Declaration of a major disaster makes a broad range of assistance available to individual victims. This help may include:

- Temporary housing until alternate housing is available for disaster victims whose homes are uninhabitable. Minimum essential repairs to owner-occupied residences in lieu of other forms of temporary housing, so that families can return quickly to their damaged homes;
- Temporary assistance with mortgage or rental payments for persons faced with loss of their residences because of disaster-created financial hardship;
- Disaster unemployment assistance for those employed as a result of major disaster;
- Individual and family grants of up to \$5,000 to meet disaster-related necessary expenses or serious needs when those affected are unable to meet such expenses or needs through

other programs or other means;

- Legal services to low-income families and individuals;
- Crisis counseling and referrals to appropriate mental health agencies to relieve disaster-caused mental health problems;
- Distribution of food coupons to eligible disaster victims;
- Loans to individuals, businesses, and farmers for repair, rehabilitation, or replacement of damaged real and personal property and some production losses not fully covered by insurance;
- Agricultural assistance, including technical assistance; payments of up to 80 percent of the cost to eligible farmers who perform emergency conservation actions on farmland damaged by the disaster; and provision.
- Social Security assistance for recipients or survivors, such as death or disability benefits or monthly payments;
- Veterans' assistance, such as death benefits, pensions, insurance settlements, and adjustments to home mortgages held

by the Veterans Administration, if a VA-insured home has been damaged; and

- Tax relief, including help from the Internal Revenue Service in claiming casualty losses resulting from the disaster, and State tax assistance;
- Waiver of penalty for early withdrawal of funds from certain time deposits; and
- Consumer counseling and assistance.

Assistance to State and Local Governments

As soon as practicable following the President's declaration of an emergency or a major disaster, FEMA personnel conduct briefings for State and local officials to inform them of the types of assistance which are available and the means by which funds are provided for eligible projects.

Following these briefings, Federal engineers prepare Damage Survey Reports to provide FEMA with a recommended scope of work and estimated costs in accordance with FEMA eligibility criteria. A Project Application, accompanied by supporting Damage Survey Reports, is submitted by an eligible applicant through the State to the FEMA

Regional Director for approval.

Eligible applicants are States, political subdivisions of States, Indian tribes or authorized tribal organization, Alaska Native Villages or organization, and qualifying private nonprofit institutions within the designated disaster area. Rural communities or unincorporated towns or villages within the designated area may also receive assistance when their requests are submitted by an eligible applicant.

The Project Application must be submitted to the Regional Director within 90 days of the date of the President's declaration of a major disaster or within 30 days of the declaration of an emergency, unless the Regional Director specifically shortens or extends that period due to unusual circumstances.

Under a major disaster declaration, Project Applications may be approved to fund a variety of projects, including:

- Clearance of debris, when in the public interest, on public or private lands or waters;
- Emergency protective measures for the preservation of life and property;
- Repair or replacement of roads, streets and bridges;

- Repair or replacement of water control facilities (dikes, levees, irrigation works, and drainage facilities);

- Repair or replacement of public buildings and related equipment;

- Repair or replacement of public utilities;

- Repair or replacement of recreational facilities and parks, and

- Repair or restoration of private nonprofit educational, utility, emergency, medical, and custodial care facilities, including those for the aged or disabled, and facilities on Indian reservations.

In submitting a Project Application, an eligible applicant may receive a small project grant when the total cost of all the work is less than \$25,000. On a small project grant the applicant can repair damage or build a new unrelated facility and receive 75 percent of the eligible grant. When a 75/25 FEMA non-Federal division of costs is established by the FEMA-State Agreement, a small project grant must be less than \$18,750. For Project Applications approved over this amount the applicant may elect

one of several funding options. These include categorical grants and flexible funding grants.

- Categorical grant--Damaged facility must be restored to predisaster condition; the applicant receives 75 percent of the eligible costs when a 75/25 FEMA/nonFederal division of costs is established.
- Flexible funding--Applicant has the option to restore selected facilities or construct new non-disaster related facilities and receive 90 percent or the otherwise eligible grant. This grant is available for permanent restorative work only. When a 75/25 FEMA/nonFederal division of cost is established, the grant is 90 percent of 75 percent of 67.5 percent.

Other forms of assistance which may be made available under a Presidential declaration of a major disaster include:

- Community disaster loans from FEMA to communities that may suffer a substantial loss of tax and other revenues and can demonstrate a need for financial assistance in order to perform their governmental functions;

- Certain forms of hazard mitigation assistance from FEMA;
- Repair and operation assistance to public elementary and secondary schools by the Department of Education;
- Use of Federal equipment, supplies, facilities, personnel, and other resources (other than the extension of credit) from various Federal agencies;
- Repairs to Federal-aid system roads.

The Disaster Relief Act of 1974 requires that an applicant for assistance for the repair or restoration of damaged public or private nonprofit facilities shall purchase and maintain such insurance as may be reasonably available, adequate, and necessary to protect such facilities against future loss. In addition, the applicant must comply with appropriate hazard mitigation, environmental protection, flood plain management, and flood insurance regulations as a condition for receiving Federal disaster assistance.

Assistance which may be provided under a Presidential declaration of an emergency is more limited in scope than that which may be made available under a major disaster

declaration. It is specialized assistance to meet a specific need and is limited to those actions which are necessary to save lives and public health and safety or to lessen the threat of a more severe disaster. Example of emergency assistance are:

- Temporary housing;
- Emergency mass care, such as emergency shelter, emergency provision of food, water, medicine, and emergency medical care;
- Clearance of debris to save lives and protect property and public health and safety;
- Emergency protective measures, including search and rescue; demolition of unsafe structures; warning of further risks and hazards; public information on health and safety measures; and other actions necessary to remove or to reduce immediate threats to public health and safety, to public property, or to private property when in the public interest;
- Emergency communications;
- Emergency transportation, and
- Emergency repairs to essen-

tial utilities and facilities as necessary to provide for their continued operation.

While all of the programs listed above could be activated during a disaster, it is likely that only one would be employed for the limited nature of an emergency declaration and would involve problems which are beyond State and local capabilities.

Assistance Without A Presidential Declaration

In many instances, disaster assistance may be obtained from the Federal Government and voluntary agencies without a Presidential declaration of a major disaster or an emergency. The following are examples of the kinds of assistance available from various Federal and voluntary agencies. (Additional details are available from any of the offices listed on pages 22-25.

Search and Rescue

The U.S. Coast Guard or U.S. Armed Forces units may assist in search and rescue operations, evacuate disaster victims, and transport supplies and equipment.

Flood Protection

The U.S. Army Corps of Engineers has the authority to assist in flood-

fighting and rescue operations and to protect, repair, and restore federally constructed flood-control works which are threatened, damaged, or destroyed by a flood.

Fire Suppression Assistance

The Disaster Relief Act of 1974 authorizes the President to provide assistance (including grants, equipment, supplies, and personnel) to a State for the suppression of a forest or grassland fire on public or private lands that threatens to become a major disaster. This authority has been delegated to the Associate Director for State and Local Programs and Support of FEMA. The Governor of a State, or the Governor's Authorized Representative, must request such assistance through the FEMA Regional Director and should support the request with detailed information on the nature of the threat and the need for Federal assistance.

Health and Welfare

The Department of Health and Human Services may provide assistance to State and local welfare agencies and to State vocational rehabilitation agencies. The Public Health Service can aid States and local communities in emergency health and sanitation measures. The Food and Drug Administration may

work with State and local governments in establishing public health controls through the decontamination or condemnation of contaminated food and drugs.

Emergency Conservation Program

The State Director may designate areas eligible for the Emergency Conservation Program of the Agricultural Stabilization and Conservation Service, U.S. Department of Agriculture. This program provides for cost-sharing grants of up to 80 percent to rehabilitate farm lands damaged by natural disasters.

Emergency Loans for Agriculture

In areas designated as eligible by the State Director under delegated authority, the Farmers Home Administration may make emergency loans to farmers, ranchers, and aquaculturists.

Disaster Loans for Homeowners and Businesses

The Small Business Administration can provide both direct and bank participation disaster loans to qualified homeowners and businesses to repair or replace damaged or destroyed private property when the Administrator declares a "disaster

loan area" under SBA's statutory authority. Economic injury loans can help small firms suffering economic losses as a result of a disaster.

Repairs to Federal Aid System Roads

The Federal Highway Administration, Department of Transportation, can provide assistance to restore roads and bridges on the Federal Aid System.

Tax Refunds

The Internal Revenue Service can assist individuals in applying for casualty losses resulting from natural disasters.

International Agreements

FEMA's activities in emergency management are not developed and conducted in a vacuum. As the federal focal point for these activities in the United States, FEMA interacts with countries throughout the world.

FEMA has co-sponsored with the State of California and the City of Los Angeles, an international earthquake conference. Officials from China, Japan and Mexico joined with those from the United States to share their experience and expertise in

forecasting, preparing for and responding to earthquakes.

The Director of FEMA serves as the U.S. representative to NATO's Senior Civil Emergency Planning Committee (SCEPC) which works to harmonize emergency planning among the nations represented.

A bilateral agreement with Canada has been reactivated in order to provide civil preparedness support in war-related emergencies. FEMA is also working with Canada to develop a peacetime agreement which would include preparedness planning for a wide range of incidents.

FEMA administers a bilateral agreement with Mexico which provides for cooperation in the common border area on natural disaster pre-planning, support to national programs and post-disaster assistance.

Conclusion

As you can see, the "defense" of the United States in the face of emergencies covers a broad range of peacetime and war-related national security situations. It is a mission that FEMA is pursuing vigorously to meet government's most basic responsibility--the protection of the lives and property of its people.

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NOTE: More extensive program information may be found in regulations applicable to disaster assistance (see Title 44, Code of Federal Regulations) as well as in various handbooks published by FEMA such as the "Digest of Federal Disaster Assistance Programs" and the "Program Guide, Disaster Assistance Programs." The "Catalog of Federal Domestic Assistance" which is published by the Office of Management and Budget might also be useful.

Further information on all FEMA activities may be obtained from FEMA's Washington, D.C. National Office or from our Regional Offices which are listed below.

LOCATION OF FEMA OFFICES

1. National Office

State and Local Programs and Support
Office of Disaster Assistance Programs
Washington, D.C. 20472
Tel. (202) 287-0504

2. The location of each FEMA Regional Office and the States it serves are listed below:

Regional Offices

Region I (Boston)
Federal Emergency Management Agency
Room 422 J.W. McCormack POCH
Boston, Massachusetts 02109
Tel. (617) 223-4271

States

Connecticut
Maine
Massachusetts
New Hampshire
Rhode Island
Vermont

Regional Offices

States

Region II (New York)
Federal Emergency Management Agency
26 Federal Plaza, Room 1349
New York, New York 10278
Tel. (212) 264-8980

New Jersey
New York
Puerto Rico
Virgin Islands

Region III (Philadelphia)
Federal Emergency Management Agency
Curtis Building, 7th Floor
Sixth and Walnut Streets
Philadelphia, Pennsylvania 19106
Tel. (215) 597-9416

Delaware
District of Columbia
Maryland
Pennsylvania
Virginia
West Virginia

Region IV (Atlanta)
Federal Emergency Management Agency
1375 Peachtree Street, N.E. Suite 664
Atlanta, Georgia 30309
Tel. (404) 881-3641

Alabama
Florida
Georgia
Kentucky
Mississippi
North Carolina
South Carolina
Tennessee

Region V (Chicago)
Federal Emergency Management Agency
300 South Wacker Drive (24th Floor)
Chicago, Illinois 60606
Tel. (312) 353-1500

Illinois
Indiana
Michigan
Minnesota
Ohio
Wisconsin

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Regional Offices

States

Region VI (Dallas)
Federal Emergency Management Agency
Federal Regional Center, Room 206
Denton, Texas 76201
Tel. (817) 387-5811

Arkansas
Louisiana
New Mexico
Oklahoma
Texas

Region VII (Kansas City)
Federal Emergency Management Agency
Old Federal Building, Room 300
911 Walnut Street
Kansas City, Missouri 64106
Tel. (816) 374-5912

Iowa
Kansas
Missouri
Nebraska

Region VIII (Denver)
Federal Emergency Management Agency
Federal Regional Center, Building 710
Denver, Colorado 80225
Tel. (303) 234-6542

Colorado
Montana
North Dakota
South Dakota
Utah
Wyoming

Region IX (San Francisco)
Federal Emergency Management Agency
Building 105
Presidio of San Francisco, California
94129
Tel. (415) 556-8794

American Samoa
Arizona
California
Guam
Hawaii
Nevada
(Marshall Islands,
Palao and the
Federated States of
Micronesia)
Commonwealth of the
Northern Mariana
Islands

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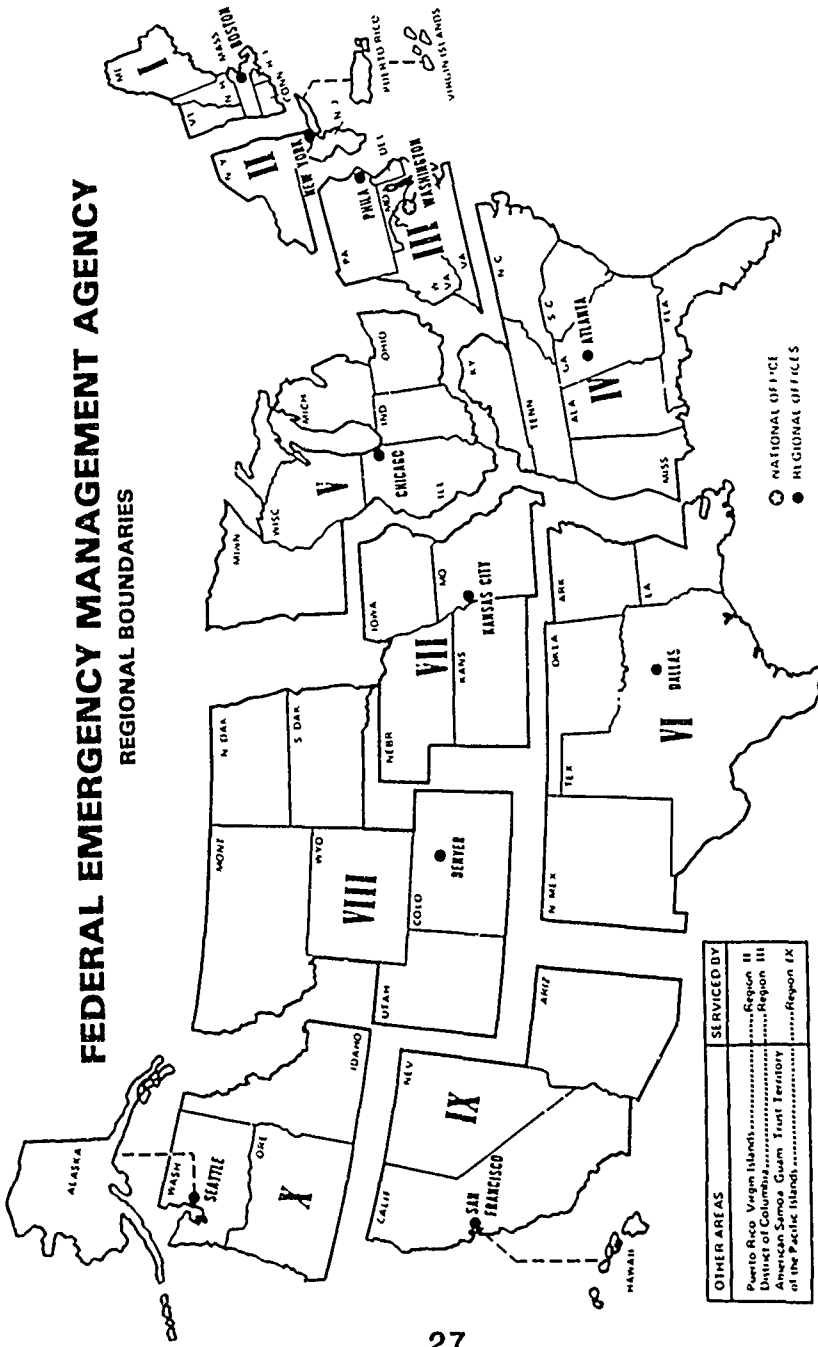
Regional Offices

States

Region X (Seattle)
Federal Emergency Management Agency
Federal Regional Center
130 228th Street, S.W.
Bothell, Washington 98011
Tel. (206) 481-8800

Alaska
Idaho
Oregon
Washington

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